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ABSTRACT

This document contains a transcript of a broadcast from "Options in Education", an electronic weekly magazine covering news, features, policy, and people in the field of education. A school progress report is presented for problems in the following areas: desegregation, teacher placement, school finances, teacher union disputes, declining enrollments, and textbook censorship. (Author/AM)

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THE GEORGE WASHINGTON UNIVERSITY

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TRANSCRIPT FOR PROGRAM SCHEDULED FOR BROADCAST

THE WEEK OF NOVEMBER 1, 1976

Program No. 51

Options in Education

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OPTIONS IN EDUCATION is an electronic weekly magazine devoted to coverage of news, features, policy & people in the field of education. The program is available for broadcast to the 185 member stations of National Public Radio.

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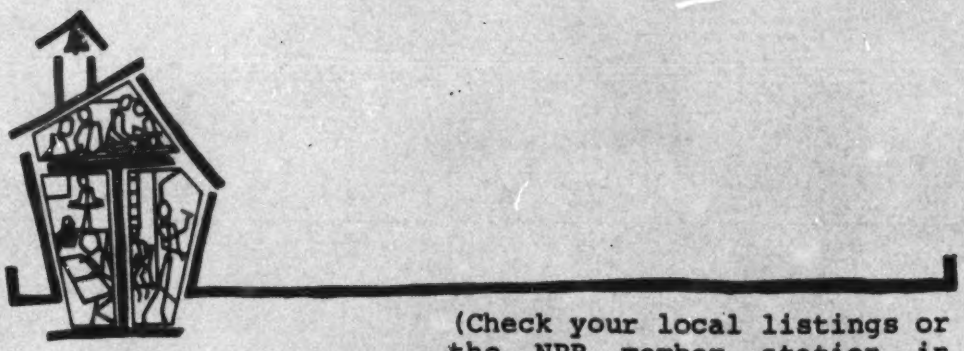

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SCHOOL PROGRESS REPORT

Program No. 51

(OPENING MUSICAL THEME)

MERROW: If you've ever been to school, stay tuned. We've got something that will interest you.

(MUSIC)

MERROW: I'm John Merrow. School's been open for a couple of months in most places, and so we're visiting districts from Massachusetts to California.

REPORTER: You've been into integrated education for a couple of years now. What have you learned from that experience?

STUDENT: Well, you don't push anything.

LEWIS: Last winter there were over ten thousand empty seats in D.C. schools, yet 4,800 more were added this fall.

PARENT: Young people are unable to communicate today -- unable to talk. They can't spell, they can't read or write.

RYOR: I don't think you can have meaningful reform without more money.

CLANCY: My best wishes to you for a successful and, hence, a rewarding year.

MERROW: Comments from teachers, parents, and students -- some troubled, some hopeful. This week, a school progress report on OPTIONS IN EDUCATION. Joining us as guest commentator is John Ryor, President of the National Education Association. Welcome, John.

RYOR: Thank you very much, John. It's a pleasure to be here again.

MERROW: Let's get started with an opening day address in Flint, Michigan by Superintendent of Schools, Peter Clancy.

PETER CLANCY

CLANCY: As you certainly know by now, last September the Office of Civil Rights in the Department of Health, Education and Welfare charged the Board of Education as being in noncompliance with the Civil Rights Act of 1964 by virtue of operating racially identifiable schools. In its official response to those charges, the Board denied being guilty of having caused the situation. The Board said that, "The disruption of students and faculty for the sake of racial balance alone is not worthy." The Board believes that it has adopted a sound plan that is totally, legally and morally defensible. Therefore, the Board's position is that this is the plan. There will be no further plans. There is a process of appeal available to the Board in seeking acceptance of the plan by HEW, and it is the intent of the Board to pursue that process to the fullest. I should point out that, while all these appeals take place, we do continue to receive the federal funds in question.

Now, to a very important point. The position of HEW during all of our negotiations is that our plan is unacceptable because,

"Voluntary plans don't work." Our position is that not only will it work, but it will work better than imposed, involuntary plans. My best wishes to you for a successful and especially challenging and, hence, rewarding year.

MERROW: Peter Clancy, Superintendent of Schools in Flint, Michigan, with an opening day address. That speech might have been given in a lot of places this year. For, despite the easing of racial tensions, struggles over desegregation are still with us. Dallas, Texas has the eighth largest school district in the country. So far, its desegregation plan has come off with no violence, but there are protests from Black leaders and parents. Lloyd Gite reports.

REPORT ON DALLAS' DESEGREGATION PLAN

GITE: Time Magazine said there were no disruptions, and Newsweek said few cities have worked harder to prepare for it than Dallas. Both magazines were referring to the Dallas Desegregation Order which went into effect in August of this year. But it's not quite true that there has not been a single public demonstration. Richard Dockery of the Dallas NAACP says the plan does not desegregate the Dallas schools.

DOCKERY: They have carved out a completely all-Black district. This does not comply with the Fifth Circuit's order. Instead of eliminating the majority of all-Black schools, they have increased the number of all-Black schools.

GITE: The judge who handed down the plan did specify that Dallas must achieve a unitary school system. Under the plan, the entire school district is divided into six subdistricts. One of those areas, the East Oak Cliff subdistrict, is all Black, as Mr. Dockery pointed out. Mrs. Yvonne Ewell, the Assistant Superintendent in charge of the East Oak Cliff subdistrict, says that, in order to determine if the Dallas schools are complying with the court order, one must define unitary school system.

EWELL: I don't know how we achieve a unitary school system. If we mean by that desegregated system, if whites are not present and the schools are predominantly Black and Brown -- therefore, we have no students which we can "desegregate" or "integrate."

GITE: A group of Black parents who call themselves Concerned Parents to Save the Children have been picketing the school administration building since classes started in late August. The parents say they want more white students bused into Black neighborhoods. They say this will insure the upkeep of the existing Black educational facilities. At present, only 39% of the 18,000 students being bused are white. The parents picket four hours a day, and the number of protesters, at times, goes as high as 25. At other times, only two or three parents show up for the picket line. Gerry Brown, the Vice Chairman of the Concerned Parents Group, says he is prepared to hold out until equal busing is made part of the total desegregaton plan.

BROWN: I think I'll be here for an indefinite period of time. We've had a number of pickets to come, and because of the jobs and things pressuring them to go to their jobs to work... but I think there is a number of Blacks, and we're getting a lot of support.

GITE: Kimbel Justin High School is a predominantly white learning institution in a middle-class neighborhood. The vast majority of those being bused to Kimbel are Black. There have been no racial

flair-ups at Kimbel, but the students are quick to discuss the schools's racial problems.

STUDENT: Well, I don't like it, because it's too crowded.

STUDENT: You get up pretty early in the morning just to come to school.

GITE: The district has found ways to make the plan more attractive by establishing magnet schools and academies which offer enriched programs for those students who qualify. But there is still the question of desegregation, and some community leaders have said there is no trouble over the Dallas Desegregation Plan, because the plan does not desegregate the Dallas schools. For National Public Radio, this is Lloyd Gite in Dallas.

(MUSIC - "SPINNING WHEEL")

MERROW: Another city under court order to desegregate is Buffalo, New York. Cathy Lewis reports.

REPORT ON DESEGREGATION IN BUFFALO, NEW YORK

LEWIS: On April 30th, 1976, Federal Judge John T. Curtin ordered the City of Buffalo to constitutionally desegregate its public schools. The School Board submitted to the court what has become known as "The Buffalo Plan." The judge did not accept it as a final plan, because the plan still leaves 34 out of 71 public schools in Buffalo racially segregated, 18 predominantly white, and 16 Black. The percentage of racially identifiable schools on the elementary level only decreases by five or six percent. And the burden of transferring schools is placed almost entirely on Blacks. Judge Curtin has ordered the Buffalo School Board to submit a second-phase plan to the court this fall to be implemented in September 1977. Because this plan would involve considerably more schools than Phase I, the judge has ordered the Board to devise Phase II cooperatively with the community.

CURTIN: Many times people say, and I think people with a lot of experience in community affairs say that all of this should be worked out by some kind of voluntary program. And I think it's obvious from the action of the School Boards in these surrounding communities that this is a very, very difficult way to do it. And, you know, the buck must stop somewhere. It stops at the court.

LEWIS: Community input is vital. But in the past, the school administration has been criticized for not listening to people's suggestions. There was very little, if any, community input into The Buffalo Plan. Sharon Gallavan is a concerned parent. She is Chairman of the South Buffalo Parents Association. South Buffalo is a white community, left completely untouched by The Buffalo Plan. The people of South Buffalo worry that their community will be the hardest hit during Phase II.

GALLAVAN: All the plans that have come out as far as South Buffalo have been to bus our children to the Talbert Mall area, which is a very frightening thing for us. In the neighborhood, they've emptied out several of the towers down there because the people are afraid to live there and have moved to other neighborhoods. And we are just totally against having our children go to school there. I think, really, as far as South Buffalo, people are moving out left and right. But the parents are not going to sit back.

LEWIS: Overall, the City of Buffalo has experienced a drop in enrollment of about 1,500 to 3,000 pupils. Total public school population is approximately 50,000. Some blame this on the 20-day teacher strike this year and on the fact that parents are losing confidence in the schools altogether. There are some schools which have improved their racial balance as a result of The Buffalo Plan. School 45, for example, on Buffalo's West Side -- all new students arrive by bus. Integration at School 45 has worked well. And Cosmo Polino, Principal of the school, talks about the preparations that were made to effect the smooth transition at 45.

POLINO: We have involved parents right from the beginning, throughout the summer the parents met. And we no longer think in terms of the neighborhood of 45. It is now the "new school 45." I am more than amazed at how smoothly it has gone.

(SOUND OF CHILDREN PLAYING)

STUDENT: I have no problems.

LEWIS: Do you feel like an outsider at all here?

STUDENT: Sort of, because you're from a different school. Everybody else knows the school, and you gotta follow them around instead of going by yourself.

LEWIS: How long do you think it will be before you really feel that it's your own school?

STUDENT: Maybe three months.

LEWIS: This is Cathy Lewis, reporting from Buffalo, New York.

MERROW: Those reports point up problems common to many areas of the country. John Ryor, President of the National Education Association, is with me here in the studio. John, the burden of desegregation always seems to fall on minorities and poor whites. Why is that, and is that right?

JOHN RYOR

RYOR: Well, if I could take the questions in reverse order. It is not right. It's not going to work if, in fact, we simply allow on a permissive basis minority children to, if they choose, be bused out into white suburbs.

MERROW: You think it should be a two-way street.

RYOR: I think it has to be a two-way street, where the upper middle-class and the wealthy are, the power structure is, and the capacity that goes right with that economic strength to change political decision is there as well.

MERROW: You mean desegregation in the schools would go a lot easier if other aspects of our life weren't quite so separated and segregated, like housing and so on, and so forth. But that's an old litany we've heard a number of times. Of course, desegregation is going on all over the country and not just isolated cities. For example, the State of Ohio, it's a major issue there. I talked with Dr. Rachel Tompkins,

who is the Associate Director of the Citizens Council for Ohio Schools. She told me that a lot of Ohio cities stand to lose federal money in court battles.

DR. RACHEL TOMPKINS

TOMPKINS: The five cities that are involved in litigation in court are Dayton, Cleveland, Columbus, Youngstown, and Cincinnati.

MERROW: Let's start with the city that's furthest along in the process of desegregating its schools -- which is that?

TOMPKINS: Dayton.

MERROW: Okay, what's happening in Dayton?

TOMPKINS: Dayton implemented a desegregation plan this fall very peacefully, no problems.

MERROW: Are white kids and Black kids being bused?

TOMPKINS: Yes.

MERROW: Are whites leaving the system -- that is, is the phenomenon know as "white flight" occurring in Dayton?

TOMPKINS: Well, it has been for about fifteen or twenty years now. I think that's the first line. The second line is who knows whether there's any "white flight" based on what's going on this fall? Most of the evidence I've seen with regard to real estate activity in the City of Dayton over the last six or seven months shows no unusual activity in anticipation of the implementation of the plan.

MERROW: Let's move on, Dr. Tompkins. The next city in the Ohio lineup.

TOMPKINS: In the Cleveland decision, Judge Frank Battisti said that the state has acted in two ways that are unconstitutional. First, it failed to uphold minimum standards in Cleveland during the 1960's and allowed overcrowded Black schools to operate on half-day sessions and granted waivers of minimum standards during that period of time.

MERROW: Fundamentally, then, the logic is that since the Constitution leaves the question of education up to the states, that the states should have done something. It's not enough for the state simply to pass the decision-making responsibility on to the local boards?

TOMPKINS: That's right. Fundamentally, that's what the judge said.

MERROW: Now, we have to assume, Dr. Tompkins, that Cleveland has appealed that order to a higher court.

TOMPKINS: There seems to be an inclination on the part of school officials here in Cleveland to appeal as far as they can.

MERROW: Now, I know Cincinnati is a slightly more important suit.

TOMPKINS: The NAACP has amended their original complaint which was against the Cincinnati School Board and the State Board of Education. They have amended it to include all the suburban districts in Hamilton County and the Hamilton County Board of Education.

MERROW: That is to include the suburbs surrounding Cincinnati?

TOMPKINS: That's right.

MERROW: So, Cincinnati, then, is apparently the NAACP's next big push for a metropolitan approach to desegregation?

TOMPKINS: It's the first time that I'm aware of that they have named the suburbs in the complaint, so I think that's probably a fair interpretation of their intentions.

MERROW: Dr. Rachel Tompkins, Associate Director of the Citizens Council for Ohio Schools, reporting on desegregation activity in the State of Ohio.

Once again, this is John Ryor, President of the National Education Association. John, she mentioned Cincinnati where the whole question of metropolitan desegregation is coming up again. Do you ever worry that efforts to desegregate the public schools are really going to undermind or even destroy the public schools -- that resistance will be so strong that people will take their kids out of public school and put them in some kind of private school?

JOHN RYOR

RYOR: I think that sort of resistance is somewhat inevitable.

MERROW: I think I heard you implying that the only way we could ever desegregate our public school system is by some metropolitan form.

RYOR: As you point out, if you have a school district that's 90% minority, to talk about desegregating it and hoping that shuffling a handful of students around is going to desegregate that major core city school system, is nonsense, in my judgment.

MERROW: Well, now, just conceptualize, for example. Pick a city - and almost every city has a minority enrollment, a large minority enrollment, and then, there's a white ring of suburbs around. Now, can you imagine the havoc it would create if in those cities because of a federal court order you had kids riding buses ten, fifteen, twenty miles every morning at rush hour, probably in and out. You know, feeder pattern from inside out and out to the suburbs and from the suburbs into the cities?

RYOR: I think it is true that there'd be an inconvenience. There's no question about that, but when you talk about busing, we've bused children in this country for well over fifty years. And whenever we consolidated schools in rural districts, we bused them as much as a hundred miles round-trip.

MERROW: But you're implying that when people object to busing, that really, fundamentally, it's a race issue?

RYOR: I think so. I think there are some very legitimate concerns on the part of many white parents, that their children are going to be bused into inferior schools, and that it's legitimate also to say that there are also students in those schools right now -- bad school settings, bad buildings -- death traps in many instances. And that when the power has an interest - the economic power - I think those schools will be corrected.

(MUSIC)

MAN: Parents, school by school, in all 162 schools, are sitting quietly in racial, ethnic parent council meetings, and for some parents -- Black and white -- it's the first time they have ever sat down at the same table.

WOMAN: They're accepting it, and it's helping a lot. You know, everyone's finally realizing what's going to happen.

STUDENT: I think it's all built up inside the parents. I don't like Black people, or else I don't like white people, so fight against them. If your kids took them in their own mind, you know, everything would be cool.

MERROW: You know, no report on desegregation would be complete without a visit to Boston. Reporter David Freudberg says things are looking up.

REPORT ON DESEGREGATION IN BOSTON

FREUDBERG: Contrary to the disruption of past years, the Boston Public Schools opened peacefully this fall with a third of the 76,000 students traveling there by bus to achieve integrated classes, as ordered by Federal Judge W. Arthur Garrity. Mary Ellen Smith, a former teacher, and now Executive Director of the City-wide Educational Coalition, a sort of liaison group, believes public interest has quietly shifted.

SMITH: We had ninety principal appointments open this year, and for the first time in the history of the Boston school system there was provision made for parent involvement into the selection of those principals. The development of the citizen participation movement in the city, which is a direct result of the court desegregation order, has forced the system to begin looking at what it's doing. And I think that there are some reasons to believe that this year that administrators in individual schools, as well as some central administrators, are beginning to respond to a different set of actors. And I think that's a healthy kind of occurrence.

FREUDBERG: The federal court has established a weighty system of parent and student councils for the settling of disputes that inevitably arise. Viola Sulliman, the mother of a high school student, serves on the Community District Advisory Council of Boston's prized magnet school program, designed to attract voluntary integration with high quality education. She has worked to open the creaky doors gently.

SULLIMAN: A good deal of our time is spent trying to alleviate those fears that administrators have, that parents somehow or other want to take over running of the schools.

FREUDBERG: Joyce McPherson, a freshman at English High School, considered by many a model of the magnet system, has participated in integrated education for years now.

McPHERSON: A lot of the kids that I know of are still taking -- you know, they are taking the buses and all, and they're getting along real fine.

FREUDBERG: You've been into integrated education for a couple of years now. What have you learned from that experience?

McPHERSON: Well, you don't push anything.

MERROW: Report on desegregation in Boston by David Freudberg. John, Boston seemed to have been going along pretty smoothly until just recently when Charleston High School has erupted again. Just the other day, a stick of dynamite was found burning on the door. It didn't explode, luckily, and five or six Molotov cocktails were heaved through windows. Any prognosis for Boston?

JOHN RYOR

RYOR: Only one. And that is the desegregation of schools in America is inevitable and necessary, I believe. I think NEA's representative assembly has spoken forthrightly to that.

MERROW: I'm glad you brought up the NEA and the representative assembly, because the next report has to do with a faculty desegregation.

(MUSIC - "National Brotherhood Week")

MERROW: Students aren't the only people who have to go to schools out of their neighborhood. Increasingly, the courts are focusing on the issue of the placement of teachers. Bill Blackton has this report.

REPORT ON TEACHER PLACEMENT

BLACKTON: Thirty percent of the Los Angeles City School District's 24,000 teachers are minorities. The Department of Health, Education and Welfare's Office of Civil Rights has been concerned for several years about the distribution of those teachers -- Blacks mostly in Black schools and whites mostly in white. And this year it raised the possibility of withholding a hundred million dollars in federal funds if a mandatory teacher transfer system was not adopted. This, according to Dr. Robert Searl, the administrator of the L.A. Transfer Plan.

SEARL: They presumed by the fact that you could identify the pupils in certain schools by the race of the teachers, that we were assigning teachers on the basis of race. We responded to that by indicating that we were not, in fact, assigning teachers on the basis of race, but that we're permitting teachers to teach in the areas in which they wish, and in many cases which was close to their home. Their answer was that the net result is the same. "Therefore, your voluntary program, while we like it, does not go far enough, because it doesn't have a mandatory component. You must come up with a mandatory component."

BLACKTON: The Transfer Plan was designed to satisfy the Office of Civil Rights criteria over two years. Dr. Searl says 1,012 teachers were transferred this year; 368 were transferred voluntarily; 313 were new teachers, long-term substitutes, or those returning from leave; and 331 were mandatory transfers chosen by lottery, the most controversial part of the plan. But that lottery decision brought a storm of protests from both teachers' unions in Los Angeles. The President of the United Teachers of Los Angeles, Hank Springer, says the School Board should have stayed with the voluntary system.

SPRINGER: There are about 350 teachers who voluntarily were transferred. Our people said, "Yes, we believe in integration. Yes, we will go, and we will integrate." That's Black-white and white-Black, okay? If we could have done that for two more years voluntarily, the problem would be solved.

BLACKTON: UTLA, another teachers' union, and individual teachers all filed suit against the lottery. They said teachers were being reassigned where their talents couldn't be used. Some were losing income and many couldn't make the long drives. A bill also sponsored by State Senator Allen Robins banning the use of the lottery received wide support and convinced the school district to seek another transfer method next year. But for the time being, teachers who were transferred remain where they are. Dave Shatkin is a white teacher who went voluntarily from a middle-class area to the inner city.

SHATKIN: A lot of people were really upset by it, and I can understand their feelings. I'm not sure any way would have been a good way, and I think that integration of both teachers and students is an important thing. That's why I volunteered to go.

BLACKTON: Jackie Fain is a Black woman who volunteered to go from the inner city to a middle-class school.

FAIN: Once you get involved, they're just like anybody else's child, and I think about the parents, too. I think they're not so worried about what color we are, but I think they just want the best for their child. And I'm a parent, and I can understand it, because I want the best for mine.

BLACKTON: A white teacher with 25 years in the L.A. school system asked to be anonymous because of possible reprisals. He was also chosen to be transferred by lottery, and he is angry. His new school is in the inner city, at least an hour further away than his old school. This teacher is participating in a class action suit against the lottery which comes up for hearing in November. If all his efforts to get back to his old school fail, he said he might reassess his desire to continue teaching.

TEACHER: Years ago when I used to see anybody that seemed to have anything on the ball, young people, I would say, "Why don't you get into teaching? It's a great thing for you." I don't say that any longer.

BLACKTON: For National Public Radio, this is Bill Blackton in Los Angeles.

MERROW: I think maybe the shoe is on the other foot on this, John. Do you feel it violates teachers' rights if they're assigned to one school as opposed to another school for the purposes to desegregate?

JOHN RYOR

RYOR: I think, involuntarily, I think so.

MERROW: If it violates teachers' rights for them to be assigned from one school to another for the purposes of desegretation, why doesn't it violate students' rights for them to be? I can't see why you're not setting a double standard here.

RYOR: Well, I think the rights teachers have negotiated with the Board of Education, the contractual rights, have some validity there.

MERROW: Do you think it's going to dampen the enthusiasm of the NEA for desegration if faculty desegregation, perhaps by lottery or by assignment, becomes the rule of thumb?

RYOR: I can't help but think it's bound to become an emotional issue.

MERROW: The issue of teachers' rights is really a debated one, whether or not teachers have the right to collective bargaining with school boards, for example, is a key issue. The Gallup Poll has asked people recently about the effect of unionization on the quality of education. Twenty-two percent of the adults felt that unions were ultimately helpful. Twenty-seven percent said that it made no difference. And thirty-eight percent felt it might be harmful. The American Federation of Teachers, the AFL-CIO unit of teachers, and Mr. Ryor's National Education Association are jockeying to be the sole representatives of the teachers. So far, the NEA teachers still outnumber AFT members by almost four to one. Bitter battles are going on in New York and California. In San Francisco, the NEA affiliate is the Classroom Teachers' Association, headed by Jim Kramer. Kramer says the AFT affiliate, the San Francisco Federation of Teachers, headed by Jim Ballard, is a do-nothing group. Jay Baltezore talked to both men.

REPORT ON TEACHER UNION DISPUTE IN SAN FRANCISCO

BALTEZORE: In September 1975, the California State Legislature passed the RADA Act. One of its provisions was to set up an Education/Employment Relations Board, or EERB, which oversees the election for an exclusive bargaining agent for teachers. This past April the AFT petitioned to the Labor Board to set up an election before the end of the school year, but Ballard claims that the CTA, under Kramer's direction, intervened and has successfully blocked any mutual consent election.

BALLARD: The CTA in San Francisco has done everything possible to avoid election, so the rhetoric they're running doesn't match their action.

BALTEZORE: Ballard claims that neither Kramer nor any other representative from CTA have appeared at important meetings with Superintendent Robert Allioto, but Kramer says he was at some of the meetings. And, more importantly, he thinks Allioto and Ballard are working together against the CTA.

KRAMER: He had a meeting with both of us, and at that time Mr. Ballard set him up to write a letter to the EERB, and I asked Mr. Ballard about the information we were discussing -- and a typical lie. He said he had not had contact with the Board and so on and so on. And the next day he put out a hit piece showing the time line of when he met and so on. Now, maybe Dr. Allioto doesn't care if he's used by Jim Ballard, but I feel dirty after those sessions. And Jim Ballard has a great deal to gain on a delayed election. It's the only issue he has. His organization hasn't done anything for teachers in the last two or three years.

BALTEZORE: Jim Ballard of the AFT thinks Kramer's claim is ridiculous.

BALLARD: The CTA has attempted as part of their PR program to convince teachers that they do, in fact, handle grievances. For an organization to introduce or have a thousand grievances in one year

in and of itself points out where they're coming from, because if you have that many grievances, that means specifically that you do not have the rules and regulations that spell out the employment and conditions of teachers clearly enough. To have a grievance procedure without a contract is really absurd.

BALTEZORE: Ballard says further that the CPA has added to the conflict, because it has not been interested in collective bargaining until it saw the AFT taking its membership away. Kramer admits that his organization has been rather timid in the past. He said that that has changed since he took over in March of '74. The EERB has scheduled a series of meetings with the two unions to try and set up a date for an election as soon as possible. With that election will come, hopefully, an end to this long-term dispute that has further intensified the public school problems in San Francisco. For OPTIONS IN EDUCATION, I'm Jay Baltezore.

(MUSIC)

MERROW: John, I won't ask you if you're supporting the NEA or the AFT in that squabble in San Francisco, but I do have another question. Who benefits from that struggle between the two unions?

JOHN RYOR

RYOR: Well, I think the teachers benefit.

MERROW: How about the public?

RYOR: Now, I, as a classroom teacher, and as a member and an advocate organizational leader am not in the business of trying to advocate anybody's point of view on any particular issue. I'm trying to advocate the point of view represented by the educators in any particular local school district.

MERROW: Well, now, the struggle that's going on now between the National Education Association, of which you're President, and the American Federation of Teachers, of which Albert Shanker is the President, what's the NEA's goal in that?

RYOR: Our goal is straight forward. It's to represent the entire nation of teachers.

MERROW: That means no AFT?

RYOR: Well, that's precisely right. You're asking the opinion of one of the two men in the two parties in dispute here. And, again, I'm certain our opponent in this discussion and argument would say somewhat similar things. NEA is committed to organizing all teachers at whatever level -- K through university.

MERROW: Strikes this fall, John -- both Terry Herndon, the Executive Director of the NEA, and Albert Shanker, once again, predicted a record number of strikes this fall, more than last year's record of 203. You're not coming anywhere near that. What's happened?

RYOR: I think the last count was over a hundred. I think you've got a different setting, a different desire to try to resolve the contracts, and to move peacefully toward contract settlement. We're finding we have more and more strikes, not in September, but in

November, January, February, and so on. The economy is an impediment here in terms of arriving at mutually-agreed-to pacts. And what we find is we have school boards which can deal with the economic demands, the issues, but because of the situation they're becoming recalcitrant and saying no, we aren't going to have it, and taking what we believe to be totally unreasonable positions forcing teachers into strike molds.

MERROW: Now, I suspect the Hortonville decision in which the Supreme Court upheld the right of a school board to fire striking teachers under certain conditions may have contributed to the teacher reluctance to strike.

RYOR: Well, I think that what the decision said is that the school board somehow had the power to be the arbiter over whether teachers were unjust in their strike or not, and the board being part of the dispute—I think it's unreal to expect that they're going to make any decision except on behalf of themselves.

MERROW: Nonetheless, it's a court decision.

RYOR: It's a court decision. There's no question about it, and I think we have to work to change that kind of legislation.

MERROW: California -- we've been talking a lot about California. It's a battleground in another area -- school finance. Superintendent of Public Instruction Wilson Riles' honeymoon with Governor Jerry Brown is over. Riles asked for a plan to overhaul California's secondary school system, and a Commission for Reform of Intermediary and Secondary Education (RISE) issued a report emphasizing three factors: Basic skills, individualized instruction and counseling, and work experience outside the school. Reporter Mary Recchia asked Wilson Riles to describe the RISE approach.

REPORT ON THE COMMISSION FOR REFORM OF INTERMEDIARY & SECONDARY EDUCATION (RISE) IN CALIFORNIA

RILES: Let's take a youngster who does an internship, a month or three months, even a week, in a newspaper office. That youngster learns more than just observing how newspapers are turned out. And when you're talking about not only newspaper offices, but doctors' officers, lawyers' offices, factories, plants, and so on, then we want to give to students the kind of experiences that they can take with them and utilize.

RECCHIA: The recommendations of the RISE Commission were well received among educators in the State of California. Governor Brown, however, vetoed the bill, and Gray Davis, the Governor's Chief of Staff, explains why.

DAVIS: The RISE bill would have cost between eighty and two hundred million dollars a year when fully implemented, depending on whose estimates you subscribe to. Already, this year the Governor and the legislature provided $400 million additional dollars to education representing more than a 15% increase over the money provided last year, at a time when enrollments actually declined. One other objection, although it was secondary, rather than of primary importance in the Governor's mind, is that the RISE bill envisioned a grant mechanism as a way to distribute money. As a general rule, the Governor would prefer that the money go directly from the state to the schools themselves, rather than set up a separate funding vehicle which would, then, require its own staff, its own administrative overhead, and siphon off some of the money available to implement RISE.

RECCHIA: The controversy over the RISE decision still prevails in California, however, and Superintendent Riles plans to reintroduce the bill in the legislature in January of 1977. For NPR, this is Mary Recchia in Sacramento.

(MUSIC)

MERROW: I'm left with one question after that report, John. Is it possible to have reform without more money? It seems to me that all these calls for reform also say send us more money, give us more money.

JOHN RYOR

RYOR: No, I don't think you can have meaningful reform without more money, unless you do what has been done in so many states, which suggests that somehow we ought to cut back state funds for education, but initiate new experimental programs with the money we cut back -- hence, driving class size up. And what really happens is that the teacher day to day, and their work subsidizes those projects -- somebody writes a book, makes a million dollars, runs away, and we're left explaining why it doesn't work.

MERROW: Are you saying, then, that reform always costs money?

RYOR: Reform costs money, and it takes commitment.

MERROW: Let's stay on the West Coast for a minute and look at some local school districts and their financial situations. First, back to San Francisco. Jay Baltezore reports.

REPORT ON SCHOOL FINANCIAL SITUATION IN SAN FRANCISCO

BALTEZORE: Two weeks before classes began this fall, Superintendent Robert Allioto announced a plan for the reassignment of 250 teachers from the secondary level. He put 125 of them into a new permanent substitute pool, a few others in the children center, and left the rest to wait for new assignments. Allioto says this was done because this year's budget, set in August, was so tight that many non-essential courses had to be eliminated.

ALLIOTO: The plan was not to cut back on the academic subjects, and I think reality, again, will support that we have not. Really, what our intention was was to have a slight increase in the teacher-pupil ratios in the secondary level and at the junior high level.

BALTEZORE: Allioto's critics are numerous. Since he took office in the summer of 1975, the most constant thorn in his side has been the Board of Education. Its President, Lee Dolson, thinks Allioto could have made cuts in other areas.

DOLSON: This district could have, if it was wise in its management of those available monies that it had at its disposal, it could have taken voluntary attrition and solved its problems, provided, first, that there were no additional hires, particularly of administrators; and, second, that a real disciplined cost-cutting program was instituted in those programs far removed from the classroom. Neither one of these things were done. We actually not only hired more administrators. We actually hired more teachers.

BALTEZORE: On September 21st, about 800 students at one high school walked out of classes to protest the decision to increase the class sizes. The school lost 17 teachers in the reassignment program, and some of the classes became a bit overcrowded.

TEACHER: I could see why everyone was getting all troubled, because there were 79 students in my biology class, so I saw what was going on. There were kids sitting on window sills and everything.

STUDENT: They have about 600 to a counselor, and the way it's going, one person - it's going to take him a long time before he'll be able to see his counselor.

BALTEZORE: So, once again, the San Francisco public school system is off to another year of new battles and controversies. I'm Jay Baltezore.

MERROW: Another West Coast city whose schools face financial trouble is Seattle. Steve Reeder has this report.

REPORT ON SCHOOL FINANCIAL TROUBLES IN SEATTLE

REEDER: The school population here has shrunk by 39 percent over the past five years, meaning that fewer parents than ever before have a direct vested interest in school financing. And in the northwest's largest school district, that's crucial. Administrators, teachers, parents, and students all voice the same complaint -- that Seattle's schools still depend upon the state's much maligned special levy system as a financial crutch. It now accounts for fully one-fourth of the district's budget. It passed last March, but in the spring of 1975 it failed. And the district figures it lost seventeen to twenty million dollars as a result. If the special levy has failed to secure its share of badly needed school funding year after year, it has produced more than its share of fireworks. Last year, for instance, thousands of Seattle area students, accompanied by their teachers, made pilgrimages to Olympia, the state capital, to try to prod an elected legislature into passing emergency school aid. Eventually they did. Come 1976, a $53 million levy did meet the sixty percent yes vote requirement decreed by the state. Washington state law also stipulates that local school districts notify laid-off or "riffed" teachers by April 15. Because the Seattle schools collect their levy revenues in two parts -- spring and fall -- or else suffer without them, and because the legislature recessed this year's special session without okaying any sort of school relief, the district handed out pink slips to 715 certificated staff, most of them classroom teachers. Many teachers felt betrayed, frustrated. They had, in fact, foregone an 8% cost-of-living increase a year earlier in order to help bail out a district saddled with a double-levy loss.

When contract negotiations reconvened last summer, the union demanded that 8% boost, plus a 12% wage hike. The teachers also held out for staff reinstatements and program restoration. And when the talks stalemated, they walked out last month, costing Seattle students six school days. Just about every analysis traced the strike to the same culprit.

The levy cloud passes over Seattle every spring. Again, state law dictates it. Many teachers, some of them temporarily "riffed" three years in a row, are restless. Bobbie Barnhart has taught art classes at the high school level here for ten years now. She speaks for many Seattle teachers when she explains how the levy system threatens her.

BARNHART: Every time a levy comes up, if it isn't your specific job, then it's the other members of the people that you're working with that affect your team.

REEDER: Five years have passed since Barnhart's art budget increased. It's exactly the same in 1976 as in 1971. Bobbie Barnhart also represents an alarming trend in Seattle schools, a loss of younger blood in the teaching profession. When a levy fails here, it becomes a case of last hired, first fired. And that fact of school life discourages an awful lot of good cadet teachers. Much of the blame for the Seattle school financial straits, then, tends to fall at the doorstep of the special levy. Since the state determines its frequency, its timing, and its yes vote ground rules, the Seattle district decided last summer to seek redress against the state. The Seattle schools sent their lawyers to superior court and sued. Seattle argues, essentially, that so long as the state constitution defines education as the paramount duty of the state, Olympia should cover the costs of all basic education, including any specialized programs mandated by the legislature. It's a remarkable case with, theoretically, upwards of $110 million at stake for the local district.

Governor Dan Evans and the state school superintendent, far from rebutting the Seattle case from the witness stand, castigated the levy system themselves. The judge promises a decision by December 1st. The district expects to win their case in court, but it cannot really guess what that would entail. It appears extremely unlikely the judge would order school aid dispensed directly from the state's general fund. Much more probably, a decision that the legislature find an alternative with a one or two year deadline. For National Public Radio, this is Steve Reeder in Seattle.

MERROW: I noticed watching you listen to those reports about school finance, John, that you seem to react to the notion of a levy going to the voters every year for approval of a school budget, when it's really not done in any other area.

JOHN RYOR

RYOR: I don't think there's ever any sense of permanentness when every year the thing that's always up for grabs is whether or not you're going to have a complete program, or whether or not there's any security in teaching or working in a particular school district. The property tax referendum for financing schools is one of the few places left that the average citizen can say no to anything.

MERROW: So, you mean when people vote no on a school funding referendum, they may actually be voting about some other frustration?

RYOR: It may be. Now, I think the way that we have to deal with the problem is a combination of responsibilities -- local, state, and national. I think the federal government has to pick up a third of the cost of public education in this country.

MERROW: And right now, the federal government is picking up about 7%.

RYOR: Seven percent -- that's correct. Without knowing the particulars of Seattle, I think the phenomena is not unique. I think many of our large cities are being starved, tax base wise, and that many of the legislatures have not recognized any special need in large, urban areas for greater financing.

MERROW: While we're on the subject of the financial ills of education, let's take a look at the declining enrollment in public schools. One result of declining enrollment has been empty schools in Washington, D.C., one city that overbuilt. Karen Sughrue compares the planning effort of two school systems in the area.

REPORT ON DECLINING ENROLLMENT IN
WASHINGTON, D.C. PUBLIC SCHOOLS

SUGHRUE: Schools in the Washington, D.C. area have empty seats at all levels because of declining enrollment. Hardest hit are the elementaries. In the District of Columbia, elementary schools have lost 24,000 students since enrollment peaked in 1969. In neighboring Montgomery County, Maryland, the elementary student body has lost more than 13,000 members in the same period. School Boards in both areas were warned by planners in the early 70's that the enrollment flood was showing signs of receding. Montgomery County took drastic action. It cut its building program from seven new schools a year to two or three at the most. In the District, it was a different story -- the first elected School Board in the city's history has already launched one of the largest and most expensive building programs of any city in the U.S. Last winter there were over 10,000 empty seats in D.C. schools. Yet, 4,800 more were added this fall. Forty-five new elementaries have opened since 1969, and six more are scheduled for completion by next spring.

In the mid-sixties D.C. schools were severely overcrowded. Black children were bused to white neighborhoods across town, not for integration purposes, but because that's where the space was available. D.C. School Board Member, Betty Ann Cane, says the need was real. Cane says that by the time the Board realized what was happening to enrollment, the city was committed to the building program. The funds were in the budget, and construction had already begun. And, she says, the community was primed for the new schools.

CANE: I think we could have looked at it -- the board -- could have looked at it a little sooner and put the brakes on, but I think there was also a psychological factor in that so many areas of the city, particularly in Anacostia, have had really shabby schools.

SUGHRUE: Not only did the district build more schools than it needed, it built elementaries big enough to hold 1,200 students. One combination elementary-junior high houses more than 2,000. Compare that with the old schools that range from 300 to 600 in capacity. On October 1st, the D.C. Board adopted a new policy -- no more new schools will open until there are children to fill them. Cane says this move will save close to $2 million this year. It also means closing schools, and from what Cane says, criteria have not been worked out. In Montgomery County, the criteria for closing schools are contained in what's known as the Small School Policy. School Planing Director George Fisher said while it has not pleased everyone, the policy has helped make unpopular school closings look more fair. School officials say small schools are more costly to operate on a per-pupil basis than large schools, but they insist cost is not a deciding factor in closing a school. Meanwhile, Fisher says the county saves eighty to one hundred thousand dollars a year for every elementary it closes. The closings mean students who walk to school are now being bused. Students who have always taken the bus are now riding longer distances. Fisher says the county is selling the concept of an expanded neighborhood school.

FISHER: Conditions change. There was a time when we could have five elementary schools within a two mile radius. All of those five elementary schools were walk-to schools, and they were all full. Now, in that same area we only need three of those schools. So, we're not trying to say that the close-to school, the neighborhood school, is not a good idea; that the neighborhood school has to be a walk-to center, we will challenge.

SUGHRUE: Montgomery County parents have complained of not only losing the close-to-home school, but also having to sacrifice special course programs and the more personal student-teacher contacts at small schools. Fisher says the county is preserving these aspects, and he believes students will actually benefit from the move to a larger school.

FISHER: We allocate resources on a per-student base. Well, if I had 200 students and I'm allocating $10.00 per student, that small school has $2,000. There's a limited amount they can generate, that they can bring in with $2,000, where if I had a 500 student school, I've got $5,000. Now, I can bring in two and a half times as much material, share it among the school, and give the student that much more opportunity of learning materials to react to.

SUGHRUE: As more and more under-used schools are closed, there are already those planners warning not to move too rapidly. They say by 1980 school population will be on the rise again. For National Public Radio, I'm Karen Sughrue.

MERROW: John, that comparison of two school districts raises a kind of general question. Would you rather have your kids go to small, old schools or big, new schools? And that's a choice that apparently has to be made in the District of Columbia.

JOHN RYOR

RYOR: If I had my choice, I think small schools are always preferable.

MERROW: Why?

RYOR: Well, I think, when we talk -- if I can, again, refer to the RISE report in California -- one of the major ingredients was individual instruction. And how often have we talked about that. How often have politicians talked about it? And Board of Education members when they run for office -- that the individual attention is critical to the success. I think it is. I think the larger the numbers get the more impersonal the system becomes. I think that's inescapable, and my feelings are somewhat mixed, because I know, at the same time, there is an economy involved -- not only in terms of the appropriate ratio of dollars spent in terms of a good education, but in terms of the nature of a comprehensive school. How small can a school be and still operate efficiently, and afford a comprehensive program? And by comprehensive I mean not simply the basics of reading, writing and arithmetic, but the alternatives in vocational education, in art education, and music and drama, and all of the things that tend to be called frills whenever money is tight. I don't believe they're frills. I think they're critical. I think when I hear of high schools of 3,500 children, I cringe.

MERROW: You're cringing, even as we speak. Yet, it's a continuing dilemma, that question of values and money. And, finally, an issue that's even more important than money and that is morality - values. Tom Burger reports from Kanawha County, West Virginia, where parents protested over the selection of textbooks.

REPORT ON TEXTBOOK CONTROVERSY IN KANAWHA COUNTY, WEST VIRGINIA

BURGER: Two years ago the streets of Kanawha County were often filled with fist-shaking parents who were demanding that so-called

"dirty books" be removed from their schools. A school bombing and sporadic gunfire gave testimony to the emotional climate of what has become known as the "Kanawha County Textbook Controversy." Today, following numerous arrests and convictions of the most violent demonstrators, one of which received a three-year jail term, the county school system seems to be running smoothly. But beneath this calm surface, school officials, community leaders, and parents are working to eliminate an uneasiness that still remains. More parental guidance for county schools was an idea School Superintendent John Sandtrout brought with him when he was named to the post just after the 1975 outburst.

SANDTROUT: It does make it difficult to have overall regulations for all boys and girls, so we try to minimize the number of policies that we have, in order to make it so that the individual principal of the school can operate and have flexibility to do the things that are best for the boys and girls.

BURGER: Parents now serve on various committees which screen textbooks prior to their adoption by the Board of Education. A preliminary curriculum committee made up of teachers and parents establishes the philosophy and objectives for a given area of study. Parent-teacher screening committees then review the books, according to the philosophy and according to certain guidelines adopted by the board after the textbook controversy. These guidelines include these requirements:

> "Textbooks shall recognize the sanctity of the home.
> Textbooks must not contain profanity.
> Textbooks must not encourage or promote racial hatred.
> Textbooks must not encourage sedition, or revolution against our government, or teach, or imply that an alien form of government is superior."

The screening committee cannot eliminate any book from consideration, but forwards any objections to the textbook selection committee made up of school teachers and principals. The selection committee makes its recommendations to the School Superintendent, who, in turn, reports to the Board. The process also includes public hearings and public display of the books under consideration. At these times, any parent can voice opinions about the books. The School Board considers all recommendations and objections and, then, the five elected Board Members make the final decision. Doris Kolome, the mother of three school age children has reservations.

KOLOME: I really can see parents contributing to the philosophy of the adoption. I think they can make valuable contributions there, but to look at each and every book with the idea of finding out if it's got any bad things in it is a great deal to ask of a parent, expecially when we have professionals who are perfectly capable and better capable.

BURGER: Anti-textbook leader, Reverend Avis Hill, has his own appraisal of present-day conditions in Kanawha County schools.

Do you feel the school system, in your eyes, is more responsive now than it was two years ago?

HILL: No. I think the school system administration would try to lead people to believe that they are, but yet, we received a phone call this morning here on "Social Editions of the Seventies," where a book that's found in the Kanawha County school system at George Washington High School discussing homosexuality, discussing massage parlors, even talking about a man settin' in a box using a vibrator -- these things

are there. I receive phone calls every day from people. And I'm not in the streets protesting like we were two years ago. It's not necessary. People are alerted to this monster that's being created, that's destroying our children. We talk about generation gap. Finally, people are being able to see where the generation gap really is.

BURGER: The book Reverend Hill mentioned was taken by a woman from a school other than the school her children attend. The book in question turned out to be an annual supplement published for the Encyclopedia Britannica. It contained magazine and journal articles depicting current life in America. Teachers are the ones who feel the tension of the truce in Kanawha County, according to a parent who continues to watch her school -- Doris Kolome.

KOLOME: Teachers who are attacked for teaching - I don't think will ever be quite the same as they were again. And other people already are beginning not to understand, but if you've ever been in a flood, the sound of rain on the roof is anything but welcoming. And if you've never been in something that was almost like a war, then you wouldn't perceive that questions can be threatening and that new material can be scary, and that the Encyclopedia Britannica or the National Geographic shouldn't be in the classroom.

MERROW: John, one aspect of that report from Kanawha County intrigued me, and that was the parent who wondered aloud whether, in fact, she really wanted parents to be involved in the selection of textbooks. Draw the line for us. I mean, how involved should parents be, and what are the teachers' prerogatives?

JOHN RYOR

RYOR: I don't think we can allow -- I don't think I should say allow -- I suspect if the law says parents shall pick school books, they will. At the turn of the century that happened. Boards of Education hired teachers, chose books, and so on. But what happens when values come into conflict, when one set of parents says, "I think the book ought to contain this?" And the second parent says, "No, it ought to contain that" -- I think that's why Boards of Education are elected. I think there has to be a trust in the professional staff that's hired to make those kind of judgments about the needs and the appropriate texts and appropriate materials, in order to achieve the general goals laid out by the Board of Education. I don't think the Board of Education ought to take books off the shelf every time a parent complains. I suspect any library would be down to perhaps a dictionary, and maybe there are words in there that people find offensive.

MERROW: Some of those dictionaries are pretty risque. So, if every parent comes in and voices an objection, we'll end up with no curriculum at all.

RYOR: And no library.

MERROW: I think we should do more of these school progress reports, John Ryor, and I hope you'll come back again. The next time I promise we'll talk about television, and we'll talk about physical education, among other subjects. I know they're favorites with you. Thanks very much to John Ryor, President of the National Education Association for being with us on this School Progress Report.

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MERROW: Reports for this program came from Steve Reeder of member station KUOW, Seattle; Karen Sughrue, WAMU, Washington, D.C.; Lloyd Gite, KERA, Dallas; Judith Costello, WFBE, Flint, MI; David Freudberg, WGBH, Boston; Bill Blackton in Los Angeles; Jay Baltezore in San Francisco; Mary Recchia in Sacramento; and Tom Burger, WVPB, Kanawha County, West Virginia.

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MERROW: This is NPR -- National Public Radio.

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